

Response to the Report of
the Secondary Education
Review Project

November, 1982



The Renewal of Secondary Education in Ontario

**Response to the report of
the Secondary Education Project
(1980-81)**

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THE RENEWAL OF SECONDARY EDUCATION IN ONTARIO

INTRODUCTION

This paper describes the current planning of the Ministry of Education for secondary education in Ontario in the 1980's. The Secondary Education Review Project was established early in 1980. It reported to the Honourable Bette Stephenson, M.D., Minister of Education, in the fall of 1981. That report has been the main influence on the curriculum planning of the Ministry over the past year but such planning has also, of necessity, reflected prior commitments of the Ministry, including the implementation of legislation to ensure the provision of Special Education services. As well, any planning for secondary education has to be aware of and be related to similar planning for the elementary and post-secondary schools. This paper, nevertheless, is a response to the report of the Secondary Education Review Project.

1. BACKGROUND

The Secondary Education Review Project (SERP) was established in April, 1980, by the Minister of Education, for the purpose of conducting a thorough study of the province's secondary school system. The mandate of the Project was to examine almost every aspect of secondary schools, focusing in particular on the credit system, content and organization of the curriculum, standards and discipline and the role of the school in preparing students for employment.

The Project was supervised by a Chairman, Mr. D. Green (former Director of Education for the Toronto Board of Education). He worked with four committees broadly representative of the Ontario education community and other important sectors of the public: a Steering Committee, supported by an Evaluation Committee, a Reaction Committee, and a Design Committee. They were assisted by a Secretariat within the Ministry of Education. Individuals and organizations were invited to contribute their comments and proposals to the Project in writing for consideration by the committees.

At the beginning of May, 1981, following intensive study and discussion by all the committees, the Project published a Discussion Paper containing 101 recommendations. Copies of the paper were widely

distributed throughout the province, inviting written responses to be submitted by June 30, 1981. The Discussion Paper was designed to act as an incentive to stimulate broad debate on the issues presented, and judging by the volume of responses, it served that purpose well.

Responses to the Discussion Paper vastly outnumbered the original submissions to the Project. About 600 written submissions were received prior to the release of the paper; following its publication, the Project received about 2400 submissions in the form of letters and briefs. In addition, a little over 2000 signed form letters or petitions were sent to the Project.

From July to October, 1981, the responses were analyzed systematically by the Secretariat, placed before the Steering Committee for its consideration, and taken into account in the preparation of the Project's final Report and its 98 recommendations. Many of the original recommendations presented in the Discussion Paper were revised, some were left unchanged, a few were omitted, and several new ones were added.

The Steering Committee, which was responsible for reviewing the responses to the Discussion Paper and formulating the final recommendations, submitted its Report to the Minister of Education on October 31, 1981.

Since that time, additional responses to the Report have been received from a large number of public and professional groups as well as from interested individuals.

Detailed briefs from the teacher federations, trustee groups, civic associations and administrators were received in the early months of 1982. The commitment of so much time and thought to these issues, to the future of secondary education is particularly gratifying.

A team of Ministry officials has been analyzing the SERP Report, along with the many detailed submissions stimulated by it, in order to prepare plans for the renewal of the education system in the 1980's.

This paper addresses the most significant curriculum changes which ought to be made over the next few years in order to renew our schools to meet the challenges of the next decade.

It is clear from the widespread public involvement in this exercise that people have faith in the potential of this province's school system. The public expects the schools to provide students with a useful, basic education that prepares them either for direct entry into employment or for post-secondary education. While recognizing the need to take into account the wide variation in students'

interests, capabilities and commitment, most people proposed that the curriculum be more prescriptive, especially in Grades 7-10. Among both the professional respondents and the public, a desire for clearer and more demanding standards of achievement and discipline was consistently expressed. While the achievement of such standards must lie with the students, parents and educators in each school, it is clear that the Ministry is expected to provide the direction, the curriculum requirements and reasonable mechanisms for supervision and accountability to ensure that the learning opportunities for students throughout the province are equitable, consistent and of the best possible standard.

The planning described in this document is dedicated to that challenge.

2. ISSUES AND PLANNING

Secondary education has historically been directed to the tasks of preparing young adolescents to develop the independence to act as concerned and compassionate citizens, as well as to prepare for post-secondary studies wherever the student has the interest and capability to do so. In recent decades, two additional tasks have grown in importance. Preparation of young people to enter the world of

work with the attitudes and skills that would make them productive and successful is an essential task which must complement the traditional functions of secondary education. As well, as a result of a variety of social changes, the need for secondary schools to work along with parents to nurture students through the adolescent years to the beginning of maturity has expanded, dramatically.

Debates about the legitimacy of these four tasks or about the priority which might be assigned to any one, must always be expected. The secondary education panel in Ontario must recognize that demands for effective service across all of these fronts will continue. A dynamic balance which respects the varying needs of young people, in a changing, multicultural and democratic society must be our aim.

Further careful attention to that longer-range future which can only be partially anticipated but must nevertheless be faced, was required. While there are sections of the SERP report that explore certain future conditions, there is no particular, compelling image of the future to which all of the SERP recommendations can be related.

2.1 Futures

While the "future" cannot be predicted in any absolute sense, it can be explored in various

useful ways. The Strategic Planning Task Group of the Ministry provided two papers, listed in the sources of this document, which significantly affected the planning. As well, a research study to identify and analyze the educational planning of a large number of other countries was commissioned. Recent publications dedicated to analysis of the future were studied. As a result, it became clear that any planning must have two major components: the need to establish the stable, fundamental foundations on which secondary education can be based; then, the need to provide carefully connected processes by which curriculum change and renewal can occur.

The research confirmed that Ontario is indeed, part of a world community and that certain trends may be anticipated:

- . As a result of demographic change, enrolments will decline throughout the 80's. Secondary schools will, on average, be smaller than in the 70's.
- . Strenuous efforts will be needed to control inflation. Our resources will require extremely careful management.
- . The shift from an industrial-manufacturing economy to an information-processing economy

will continue. This will take several decades to complete. Re-training of Ontario's labour-force will continue to be essential to labour-productivity. The notion that education and training are for the young will gradually be displaced. Continuing education will grow as a priority.

- . Micro-technology will change our understanding of what some learning is, as well as how it must occur. For now, it will likely affect schools rather than displace them, though definitions of schooling will no doubt eventually change.
- . Ontario will experience a world in which business, education and politics are increasingly integrated on an international (or multi-national) scale, with the result that multicultural understandings must become a high priority in our society.
- . Since families will be more mobile, there will be pressures for educational institutions to be more alike, across this province and this country, if not throughout the North Atlantic states.
- . There will be a wider variety of family forms recognized by law, with varying styles of living, to be accepted by the schools.

- . The diagnostic techniques and methodologies of special education will gradually change the approaches, skills and role of secondary school teachers.
- . The teachers of the 80's will be older and more experienced and naturally sensitive to changes which they do not value. Staff development to provide new understandings, attitudes and skills will be essential to any changes which education might wish to make.
- . Research will gradually force educators to adjust their expectations about how young people learn, producing changes in instructional strategies, materials and standards.

Many more potential trends could be cited, either in society or in learning theory. The message, however remains the same. Ontario must have in its secondary schools a curriculum which will provide a consistent, durable foundation upon which continuous, integrated renewal can occur.

2.2 Consultation

Planning has also been significantly affected by continuous consultation. The publication of the SERP report was followed by a new flow of briefs, often

with detailed responses to the report, from teacher federations, trustee groups, school boards, civic and professional associations and interested individuals. Each of these has been analysed carefully. In several cases, further meetings were held with groups, to clarify their concerns or explore their recommendations in greater detail. For nearly a year, officials of the Curriculum Development division have made themselves readily available to meet with, or speak to, groups about the SERP report and secondary education in the 1980's. There has been a heavy demand for such activity, providing numerous opportunities to test the SERP recommendations or alternative proposals.

Beyond this, secondary education must be seen in the context of changes occurring in elementary and post-secondary education. Discussions inside the Ministry of Education and the Ministry of Colleges and Universities have been necessary to ensure that these plans complement and support other initiatives. This is particularly true for Continuing Education which must be coupled to secondary education in certain ways (e.g. where credits are involved) but cannot be unduly constrained by it.

Finally, there are issues on which the report of the Secondary Education Review Project did not seem to provide sufficient direction. As an example, concerns

about the standards of achievement by secondary students, especially those proceeding to post-secondary studies would seem to demand more immediate attention than the SERP recommendations seemed to give.

Some of the planning described in this report is underway already. Certain parts of it involve intentions which will require further discussions for refinement of details, especially with respect to implementation. Further consultation will certainly be required for those issues which are not yet resolved. We trust that the Secondary Education Review Project and the subsequent consultation which produced these plans, will be seen as useful, realistic and productive. While considerable change is anticipated, it has been designed to be manageable, responsible and evolutionary.

In a sense, planning for the institutions of our society never stops. It must be continuous, open and co-operative but it must also be confident and hopeful.

The Report of the Secondary Education Review Project has provided us with much of the direction we need to meet this challenge. It has been necessary to build on the recommendations of the Report, and develop plans which will be appropriately adaptive, responsive and where necessary, directive.

3. CURRICULUM FOUNDATIONS

Secondary education in Ontario has a long and successful history. From the 1870's to the present, adjustments to the structures and diploma-requirements have reflected changing social needs. In 1921, a six-year secondary school program was reduced to five years and in 1936, the fifth year was designated as "grade XIII".

Throughout the 50's and 60's, a series of decisions made the system more accessible, more adaptive to different kinds of training. The credit-system was introduced early in the 1970's so parents and students could make more educational choices, without rigid streaming.

At times, we may forget that the present system has evolved in response to public concerns. Much of our past remains embedded in the foundations of the present system, providing stability in changing times. For example, the credit system has been modified somewhat through the 70's but its usefulness has been confirmed by the SERP report.

Over the past few decades, the diploma and the requirements to earn it have been the focus of considerable change. Ontario currently provides two

diplomas. The Secondary School Graduation Diploma (SSGD) is awarded upon successful completion of 27 credits, of which 9 are compulsory. The Secondary School Honour Graduation diploma (SSHGD) is awarded to students who earn standing in six honour (Grade 13) courses. Perhaps the most controversial recommendations of the SERP report were those which proposed a single diploma, the Ontario Secondary School Diploma (OSSD) "achievable by the majority of students by the end of Grade 12."

Recommendations 1 and 2 of the SERP report do not call for the abolition of grade 13. Indeed, Ontario has every right to be pleased with the standards of achievement which grade 13 has required, through the years. Nevertheless, any elimination of a fifth year of study which would keep the grade 13 requirements but radically compress the remainder of the curriculum, must cause concern. Beyond this, the recommendations for implementation of the OSSD, requiring management and funding of a double-cohort of graduates at the end of the decade, stimulated careful study.

As a result, the diploma requirements will be adjusted, as follows:

- . The two diplomas (SSGD and SSHGD) will be replaced by a single, 30-credit diploma called the Ontario Secondary School Diploma. This diploma could be

available to graduating students as early as June, 1986. Regardless, students entering grade 9 in September, 1984 will study for the OSSD. The SSHGD may be retained for some students until June, 1989, but it is expected that by 1990, Ontario will issue only the OSSD.

- . The present credit-definition, of a minimum of 110 hours will be retained. It will be possible, however to provide courses and award credits in more flexible ways, especially for exceptional pupils.
- . The number of compulsory-credits for the OSSD will be increased to 16. These will include:

English (including 2 Senior)	5
Mathematics	2
Science	2
French	1
Geography	1
History	1
Social Sciences (Senior)	1
Physical and Health Education	1
Arts	1
Business or Technological Studies	<u>1</u>
	16

No further restrictions on student choice will be imposed.

Principals will be urged to design programs so that the compulsory requirements are available over four years, wherever possible.

- . The present grade 13 program will be kept and converted to prescriptive, provincially-designed Ontario Academic Courses (OAC's).

- . The Ontario Academic Courses (OAC's) will provide common university-entrance courses across all the secondary schools of Ontario. These will be developed in consultation with the universities and colleges. Many of these courses (eg. Mathematics and Science) are currently being developed while planning is underway to develop the remainder (eg. English) at the earliest possible date.
- . The Ontario Academic Courses may be counted as credits towards the OSSD or studied upon completion of the OSSD. They will be available for study by adults who have not earned a secondary school graduation diploma but wish to pursue them.
- . The study of French is important in Ontario. At present, core-French studies are normally begun in the elementary grades, then continued in a sequential program. As well, immersion-French programs in which students use the French language for up to 50% of their studies, frequently developing superior proficiency, are increasingly popular. The Ministry of Education will encourage boards to ensure that both immersion and extended-French programs can be continued into the secondary years. Funds will be identified in the General Legislative Grants for such programs and action will be taken to ensure that qualified teachers will be available to provide instruction.

- . Both Linkage I (requirements for apprenticeship) and Linkage II (for college programs) will be built into the Business and Technological Studies guidelines.
- . Co-operative Education programs will continue to be supported and encouraged by the Ministry.
- . The current diploma requirements are set out in circular HS1, 1979-81. These will be extended by memorandum for the 1983-84 school year. For 1984-85, HS1, 1979-81 will be replaced by a new circular Ontario Schools: Intermediate-Senior. The circular will specify the curriculum expectations for grades 7 and 8, as well as for the secondary schools. A draft of this document will be circulated for analysis by educators in the coming months and will be released early in the fall of 1983.
- . The recommendation of the SERP report for courses to be offered for credit at three levels of difficulty (General, Basic and Advanced) has been accepted.
- . General-level courses will be designed to prepare students for citizenship, for employment, for continuous learning and for enjoyment and the practice of the arts.
- . Basic-level courses will be designed to focus on the development of fundamental, personal skills, especially those involving communication.

- . Advanced-level courses may integrate elements of all these things but must focus on the preparation of students for successful post-secondary studies.
- . Courses with any of these three designations may be adapted for students whose special needs permit them to qualify as exceptional pupils, requiring special education assistance.
- . An Ontario Student Transcript, to provide consistent information from school to school, is being designed.
- . A provincial certificate will be made available upon request by students who complete compulsory credits but are unable to complete their studies for a diploma. These credits would be:

English	2
Mathematics	2
French	1
Science	1
Geography	1
History	1
Physical and Health Education	1
Others	<u>6</u>
	15

- . Principals will be required to ensure that courses of study, with consistent elements across the province, are on file and accessible to students and parents.
- . The number of examination days is being established at a maximum of 15.
- . Guidance will be made compulsory in grades 7 and 8 and units on career and education-planning have been designed for the use of teachers.

- . The recommendation of the SERP report that Section 265 of the Education Act, 1974 be repealed has not been accepted

Notwithstanding any other provision in this Part, English or Anglais shall be an obligatory subject of instruction for every pupil of grades 9 to 12 who is enrolled in a French-language school and shall be a required subject for a certificate or diploma issued to such a pupil.

The study of English will be a requirement for all Ontario students.

- . As of April 1, 1982 Correspondence Education learning materials were made available through a pilot project to school boards on a cost-recovery basis for one-year.
- . Beginning in January, 1983 all school principals enrolling full time students in correspondence courses will be required to appoint a teacher to monitor that student's progress.
- . The draft policy for Continuing Education in Ontario was released in April, 1982 for assessment and response. The draft policy is being revised, supporting communications are being prepared and various activities to make the policy operational, including development of an information-system, are underway.
- . The SERP report recommended preparation of a document that "clearly describes the Ministry of Education's philosophy and goals for the

total elementary and secondary school program." Development of that document, Schools: General, is now in process.

The recommendations of the SERP report have been seriously appraised. It is expected that more and more students, by 1990, will complete their secondary school programs in four years but that must evolve rather than be commanded. For now students seeking to enter university will have to determine whether they will want to plan their secondary school studies for four, four and a half or five years. The curriculum of Ontario will be designed to support such change, through carefully planned processes of renewal.

4. CURRICULUM RENEWAL

Any curriculum encompasses all those experiences of the student for which the school is responsible. It involves not only the written plans upon which instruction will be based but also all the unplanned, and interpersonal conditions in which learning takes place. Curriculum policies may state the principles and planning which we trust to shape the student's learning but we all recognize how much depends on the student's own interests, commitments and skills. Beyond this, the effects of the teacher's

own commitment and skills are known to be crucial to the learning process. The attitudes and activities of those who manage the school or support it, whether educators or parents, have been identified by researchers as powerful influences on learning. Good educational materials also help to make a difference.

Curriculum planning must be sensitive to all these realities. The production of policy-documents is part of a process of curriculum renewal which must be continuous in changing times. It is essential work, not only to provide direction and authority but also to stimulate inquiry, responsiveness and renewed commitment.

4.1 Curriculum Guidelines

In Ontario, programs and courses prepared in schools or for schools by school boards must incorporate the directions stated in the curriculum guidelines issued by the Ministry of Education. The guidelines set out the broad policy-expectations for the more detailed, locally-developed curricula which support instruction on a day to day basis. While any one guideline may provide both direction and support to such work, it is essential that the expectations of the government be clearly understood, not only by teachers and principals but by supervisory

officers, trustees, parents and the public. In effect, when we speak about the curriculum in Ontario, we must start with the statements available in the curriculum guidelines.

While the process for renewal of these curriculum policy documents must always be a major priority of the Ministry of Education, such a process can never be easy or inexpensive. New research, conflicts over social goals and priorities and problems with resource-management and demographic changes, combine to create a constant flow of recommendations for curriculum change. While such pressures inevitably affect decisions by school systems, by teachers and by parents or students, they get stated provincially through the curriculum guidelines of the Ministry of Education or the various support memoranda which may be issued.

It is not surprising then, that the report of the Secondary Education Review Project (1981) addressed itself to guideline issues in 30 of its 98 recommendations.

Recommendation # 32 states that the Ministry should "ensure that curriculum guidelines are brought up to date at appropriate intervals."

As a result of its analysis of the SERP report, of further analysis of recent research and as an aspect of its normal planning, the Curriculum Development Division has spent considerable time assessing the current state of the guidelines for the Intermediate and Senior Divisions. Data from the Provincial Reviews over the past four years has significantly affected this analysis. Briefs from the many professional groups which responded to the SERP report and discussions with teacher federations and curriculum theorists assisted this process.

The functions of the curriculum guidelines and circulars clearly need to be specified for a variety of "users".

A curriculum guideline is a policy-document which sets out the learning and instructional expectations of the Ministry of Education for a subject or a group of studies within the schools of Ontario. Ideally, a guideline should:

- . clarify for school boards and their staff, the broad expectations of the Ministry with respect to the curriculum objectives, core contents, evaluation strategies and instructional requirements which must be reflected in local programs, if such programs are to satisfy the standards of this province

- . provide direction and authority to principals who must design and manage the curriculum of the school
- . provide direction and support to teachers who must plan appropriate programs for their students
- . provide direction to the faculties of education, as well as to other professional groups involved in the training and development of teachers
- . provide information for parents, interested students, the public and the media on the curriculum of Ontario for any given study

In effect, the curriculum guidelines must function as planning documents, setting out the goals of education, the aims of the guideline, the objectives of programs and any detailed requirements which the Ministry may need to assert.

The curriculum guidelines of Ontario are among the finest in the world. Many have been cited for awards or imitated in other jurisdictions. Some of them have remained extremely durable, still useful after a decade's use. Nevertheless, the process of renewal provides both the challenge and the opportunities for improvement.

4.2 Current Planning

A number of specific projects for the renewal of specific curriculum guidelines have been approved. These include:

Anglais
Francais
Business Studies
Computer Studies
Guidance
Languages
Mathematics
Music
Science
Technological Studies
Visual Arts

Planning for renewal of the guidelines for English, History, Geography, Family Studies and related guidelines, beginning in 1983-84, is underway. Detailed information on these projects is available from the Curriculum Development division.

This planning is proceeding according to the following premises:

Curriculum guidelines will be developed on an Intermediate/Senior basis. While a separate Senior

or Intermediate document might be issued, it would be described as a component of a program which was clearly designed on a Grade 7-12/OAC basis. Through time, most guidelines will become consolidated Intermediate/Senior documents. Pre-requisites will be stated in the guidelines, to ensure provincial consistency.

The number of guidelines will be reduced through time from the present set of nearly 100 to about 25. For now, the organizational headings will reflect traditional subject-groupings, though new and creative curriculum "fields" may make their way into the list, perhaps displacing an existing guideline or incorporating it.

At present, the target-list of such guidelines includes:

- Anglais
- Business Studies
- Classics
- Computer Studies
- Continuing Education
- Dramatic Arts
- English/Francais
- English as a Second Language
- Family Studies
- French as a Second Language
- Geography
- Guidance
- History
- Language Studies
- Mathematics
- Music
- Physical and Health Education
- Science
- Social Sciences/Contemporary Studies
- Technological Studies
- Visual Arts

Some further clustering of certain guidelines (e.g. music, drama, art) will be considered.

It should be noted that the guidelines could be supplemented by resource documents such as the one recently issued for library/resource centres (Partners in Action). As well, there will be a set of French-language documents which will reflect the unique needs of students in French-language schools.

Not all courses or learning will fit neatly into even the most sensible set of guidelines. It will be desirable to approve new courses that transcend the guidelines. For instance, there is a need for supplementary courses that combine new learnings in Science with those in the Technologies. Principals will be encouraged to base courses on two or more guidelines where necessary. Courses of this kind will require the approval of the school board and the Ministry. The term "experimental" will be replaced. As noted, through time, new kinds of studies will displace or force the consolidation of traditional studies but sufficient control of the process to ensure the quality of the curriculum will be kept.

4.3 Levels of Difficulty

Each guideline will provide, where appropriate for courses in the secondary schools to be developed at

three levels of difficulty: General, Basic and Advanced. As well, expectations for adaptation of programs at all three levels for exceptional pupils will be stated.

General-level courses that focus on preparing students for employment will be designed in terms of a mix of the following aims:

- . to prepare students to read, write, listen and speak with confidence and clarity
- . to prepare students to participate as active and compassionate citizens in a democratic society
- . to prepare students to develop the attitudes and skills to permit students to enter directly into employment upon graduation or enter specialized programs at the Colleges of Applied Arts and Technology
- . to prepare students to develop the habit of learning those new, personal skills (problem-solving, domestic, consumer, recreational) that may be needed or sought throughout their lives.
- . to acquaint students with the language, assumptions, issues and career opportunities of various subject or social disciplines, without requiring mastery of contents or skills.

- . to stimulate students to continue to develop increasing awareness, appreciation, enjoyment and skill in the Arts.

The priority among these aims will vary with the focus of any given course but it is expected that the first four will normally be integral to any General-level course.

Basic-level courses will incorporate many of these same aims but will focus on the preparation of students to develop the habit of learning those new, personal skills (problem-solving, domestic, consumer, recreational) that may be needed or sought throughout their lives. Communications skills will be emphasized.

The aims of Advanced-level programs/courses must be to prepare students to develop the attitudes, skills and understandings of the various academic disciplines and to permit students to continue such studies at university.

All those aims which we have described for General and Basic level programs or courses can be incorporated in Advanced level courses. Communications skills, citizenship, aesthetic awareness, personal skills of various kinds are still essential components of most Advanced level studies but the focus must be on academic preparation.

It is assumed that the teaching strategies and evaluation practices of these different courses will reflect the different objectives. Ministry expectations for these will be stated.

Courses within any of these three designations may be adapted for students who have been identified as exceptional pupils, requiring special education assistance.

4.4 Curriculum Development Responsibilities

The development of new guidelines will be consistent with the model which results from discussions stimulated by the paper - Curriculum Policy: Review - Development - Implementation, of September, 1982. Review may be directed to testing the level of implementation of a new guideline or to assessing the current state of certain programs, as part of the data on which development decisions would be based.

Good communications will be essential to co-operative effort. Plans which outline the most significant curriculum development projects for the next several years, along with the provincial reviews which will support that development and the Ontario Assessment Instrument Pool (OAIP) projects which will provide evaluation instruments, will be tested with boards, federations and universities, early in

1983. This process by which integrated plans can be assessed and monitored, on an annual basis, will permit boards and schools to improve their planning for curriculum renewal.

Each guideline will provide clear, consistent statements of the Ministry's expectations in each subject, as well as across the entire program, for

- . career planning
- . computer-use
- . credit-allocations
- . language-use
- . life-skills
- . multiculturalism
- . pre-requisites
- . safety
- . sex-equity
- . staff development

The Ministry continues to recognize the need to enlist the expertise, commitment and co-operation of professional educators in the preparation of new guidelines. The perspectives of supervisory staff, principals and program consultants must be sought. Educators must advise on the practicality of the document through the development process. Research findings must be sought and debated, to affect development in productive ways. Data from provincial reviews must be analyzed. The process itself must be open, with the opportunity for all those who are interested to be informed and affect the process in

legitimate ways, including the public. The guideline, nevertheless must be recognized in the final analysis as a statement of government policy.

As a result, it is expected that each curriculum committee working on a guideline will be headed by a project manager from the Curriculum Development division. That person will co-ordinate the activities of a committee (which will vary in size depending on the scope of the project) which may include:

- . staff seconded from the field for the project
- . educators identified by the Ministry to work part-time on the project
- . resource/technical people from inside or outside the ministry, including post-secondary personnel, assigned specific tasks by the manager
- . advisory personnel nominated by professional groups, especially OTF
- . Ministry staff who will have responsibilities for implementation and review.

No standard format for development need be described. Development processes will obviously vary with the scope of any given project. Nevertheless

it is assumed that formal validation of a guideline will be carefully planned to ensure adequate time for analysis and response.

There must be continuous maintenance of the links between the guideline-development process and the producers of textbooks, other learning materials, and assessment instruments. Further links are necessary with those who are responsible for capital-grant specifications and other grants policies.

Planning for adaptation and/or translation for French-language versions of each document will be shared by the Curriculum Development Division and the Assistant Deputy Minister: Franco-Ontarian Education.

The Ministry of Education prepares educational policies and communicates them through circulars, guidelines and memoranda. School boards and school staff design more detailed programs and courses to translate these policies into instruction. Some boards have been able to do this more vigorously than others. Their work, where it is clearly of a high standard, should be placed on ONTERIS (the Ontario Education Research Information System) to be made available to other boards, teachers, curriculum planners throughout Ontario. The Ministry expects to assist with this process, as such programs are identified.

It is hoped that boards will be generous with their work and, wherever possible, make it available via ONTERIS.

Finally, the SERP report urged "a greater degree of co-operation in curriculum policy matters among the provinces through the Council of Ministers of Education." (CMEC)

The Ministry of Education, Ontario in the past has co-operated in numerous CMEC initiatives designed to meet common curriculum needs across Canada. It may well be that a much greater degree of interprovincial cooperation in more substantive curriculum policy matters is now needed. For this reason, and because of other questions concerning the future role of the CMEC, the Council has just completed an in-depth review of its role and operating procedures in the light of current and anticipated future circumstances and the experience of other federated jurisdiction. The analysis supports the need for greater inter-provincial co-operation in more substantive curriculum development and policy initiatives. This conclusion has been approved in principle by the Council which is now examining the feasibility of implementing the specific recommendations designed to effect this intention.

Ontario was actively involved in this review.

An exciting, though challenging future is ahead for us in Canada. Coping with that future in such a way that our young people get the best possible education requires dedication and co-operation.

Co-operation is not just an intention. It requires discussion, debate and time until visions, assumptions and resources can be shared, appropriately. We trust that educators, of all people, have the wisdom to see that and the patience to work together with us on these challenges, in difficult times.

5. CURRICULUM IMPLEMENTATION AND SUPERVISION

The relationship between the development and implementation of curriculum guidelines is an intimate one. Authoritative review processes which evaluate levels of implementation and continuing needs support both development and implementation. The documents must realistically reflect what students need most, what teachers can reasonably be expected to do and what society will support. This task requires a sense of confidence and trust on the part of both the developers and the users. As a result, there must be regular, opening planning which itself must be based on shared data and assumptions.

While the major responsibility for implementation rests with the local boards, the activities of Ministry of Education officials at the provincial and regional levels will support implementation activities at the board, school and classroom level.

Ministry of Education curriculum project management teams, established for each of the curriculum guidelines, will be responsible for planning and co-ordinating implementation activities at the provincial level, to:

- . disseminate guidelines or circulars to Ministry personnel, trustees, supervisory officials, principals, teachers, faculties of education, and interested members of the public;
- . create an awareness and understanding for the above groups of the changes in beliefs, approaches and materials incorporated in the new policy;
- . monitor the implementation of the policy;
- . co-ordinate activities related to French-language education;
- . monitor requirements for human resources and new skills. As a component of implementation,

staff development programs dedicated to orientation, understanding and program planning are essential. Very little real change can occur without the commitment of teachers, principals and supervisory officers. It will be the responsibility of the Ministry's regional offices to ensure that each school board has a plan for curriculum implementation, including staff development which reflects the most significant priorities of the curriculum development plans of the Ministry. While local priorities remain important, key provincial priorities will need to be identified and communicated through the Regional Curriculum Councils.

5.1 Provincial Reviews

There are several recommendations in the SERP report which focus on the role of the Ministry to manage and monitor the implementation of curriculum policies. These proposals advocate more extensive use of provincial reviews, either province-wide or within a local jurisdiction, to determine how well the program expectations of the Ministry are being met.

To carry out these tasks, it is essential that staff of the Regional Services Division participate

in planning for curriculum development, as members of development teams. As well, the preparation of delivery and implementation plans for new guidelines is a responsibility of the Regional Services Division. It is intended that the Regional Services Division will develop plans, in consultation with the Curriculum Development division, for ensuring that provincial reviews and/or research studies to diagnose the levels of implementation for a curriculum guideline, will take place by the fourth year after delivery of that guideline.

In the SERP report, the Ministry was urged to review a number of issues which were identified by the Project. As a result, it is intended that in the 1982-84 period, Provincial Reviews and/or research studies will be planned, as follows:

- . Review alternative, summer and night school programs, with respect to credit allocations, program quality and staff availability
- . Review current staff evaluation processes in school systems to determine if special assistance is required
- . Review staff development programs in school systems to assess their adequacy

- . Review the staff assignment practices of school boards to determine whether teachers are "adequately qualified"

Recommendation 57 of the SERP report proposes that the Ministry "require that all school boards undergo, on a regular basis, a co-operative review process which would include a review of student evaluation methods being used." In fact, the Co-operative Evaluation and Development of Schools Systems (CEDSS) model is only one of a number of possible methods that might be used for system evaluations.

There is a need to initiate a cyclical process whereby each Ontario school board would conduct a system evaluation at least once every ten years; such a system evaluation would include the following:

- . internal and external reviews
- . parental/community involvement
- . evidence that the seven principles of the current co-operative CEDSS model have been met (i.e. involvement, communications, self-evaluation, co-operation, comprehensiveness, continuity and co-ordination)
- . an implementation plan as an integral part of the project.

The Provincial Advisory Committee on Evaluation Policies and Practices has forwarded recommendations similar to this to the Minister.

The Ministry will examine these recommendations in conjunction with other factors, such as costs and results to date, and prepare specifications for a compulsory cyclical system review process.

There is also a need to build up the Ministry's information-gathering process to provide for more precise reporting by boards on their policies and plans with respect to such matters as staff evaluation, staff development, curriculum development and supervision.

Review is an instrument for supervision but it does not replace it. The public must be assured that not only is data being gathered, but it is also being used to improve the planning, the supervision, the curriculum and staff development and the assessment practices of schools.

Such activities will provide important data for both school boards and the Ministry of Education to assist in future curriculum development, including renovation of curricula. Beyond this, there is a need for a program to use objective testing data to evaluate province-wide standards of achievement and the adequacy of provincial curricula.

5.2 Assessment of Standards of Achievement

Since the use of external examinations to evaluate the achievement of Grade 13 students was discontinued in 1967, questions about provincial standards have continuously been raised. The SERP report notes that perceptions about marks-differences from school to school are widespread. Concerns about mark inflation have been raised. At the same time, the value of province-wide testing to provide information on student achievement has been debated.

Recommendations 58 and 59 of the SERP report support the original decision to develop the Ontario Assessment Instrument Pool (OAIP) so that items for all curriculum guidelines, from Grade 7 on would be available. As well, they propose the use of OAIP items on a sampling basis to monitor the Ministry's programs.

Ontario Assessment Instrument Pool items are already available across a number of compulsory secondary education subjects.

It is clear that the development of OAIP items and instruments in coming months must follow revision of the curriculum guidelines. Arrangements are underway to ensure that OAIP project-decisions will be linked closely to the curriculum development schedules described in section 4.2. As a result, it

will now be necessary to move quickly to develop OAIP items for the proposed Ontario Academic Courses. Advice on the scope and priorities for such planning will be sought from the Provincial Advisory Committee on Evaluation Policies and Practices.

Once such instrument-pools have been developed, validated and widely used, they will be used to sample the achievement levels of those students who are working at the most rigorous courses of the secondary education system. Data to provide comparisons from year to year on achievement in Ontario Academic Courses will not only be available to reassure the public about standards but also to influence curriculum planning.

6. SCHOOL ATMOSPHERE AND DISCIPLINE

The Secondary Education Review Project commented that "lack of discipline is consistently perceived by the public as the biggest problem facing our schools". While recognizing that there is no easy solution to improving the authority of the secondary school to discipline its students, the report nevertheless recommended that the Ministry explore strategies to "help teachers and principals deal with extremely disruptive behaviour in students". As well, it urged that boards and schools be required to develop policies and procedures, with clear consequences, for managing disruptive behaviour.

These recommendations are important. The Ministry is requesting school boards and principals to ensure that each school has a clear code of student behaviour which will emphasize a sense of self-worth and self-discipline and also state realistic and effective consequences for failure to live up to it.

The new circular Ontario Schools: Intermediate-Senior will reinforce the importance of regular attendance as a key element of success in achieving the secondary school diploma.

Beyond these initiatives, a small project-team of experienced school administrators has begun work on the production of a document, which will describe for school staff the authority available in law, the processes which should be followed to ensure effective discipline and the expectations of the Ministry of Education regarding discipline in the secondary schools. This group will analyse all the present legislation, regulations and research in order to provide both advice and directions to boards, teachers, principals and parents.

Many schools are recognized for their attention to school atmosphere and their positive disciplinary practices. This project team will assist in the sharing of effective strategies across

the province, in co-operation with school boards and teacher federations. We believe this leadership can make a difference.

7. FURTHER CONSULTATION AND PLANNING

Most of the 98 recommendations of the SERP report have been accepted for immediate decision-making or for the planning described in the earlier sections of this report. A few, however, have either required more detailed analysis or further consultation.

The importance of recommendations 88-91 to the students and supporters of Roman Catholic Separate School Boards is obvious. Discussion between the government and the trustees, teachers and administrators of separate schools have been frequent and intense, particularly in recent months. Proposals from these groups are currently being analysed by the Ministry of Education. The response of the Ontario government to these issues will be made in a different forum.

Similar conditions affect recommendation 98, "that the government explore the possibility of different board structures and/or advisory mechanisms in different parts of the province to best meet local needs." Questions of governance and the adequacy of current board structures are being studied in Northern Ontario, as a result of the appointment of a special commissioner. The report of the commissioner is due early in 1983. The

governance of French-language schools has been addressed in the recent publication, The Joint Committee on the Governance of French Language Elementary and Secondary Schools.

Recommendations 40-43, which address mechanisms to ensure that school facilities can be appropriately shared require further planning.

Several recommendations of the SERP report address the critical and complex questions of teacher-qualification and professional renewal for the profession. Good teachers are essential to everything we hope to accomplish with our educational system. While the Teacher Education branch regularly conducts formal reviews of the programs offered by the teacher-education faculties, and all of the issues listed in the SERP report are under discussion in those reviews, decisions about the professional renewal of teachers are currently tied into proposals for creation of a College of Teachers. There has been considerable response to the draft-policy proposals and discussions will continue. As well, the Ministry of Education will be placing certain controls on the use of professional development days to ensure that their use supports planning for curriculum renewal.

Correspondence Education and TV Ontario have agreed to co-operate in a pilot project to develop

and deliver a secondary school distance-education course, by 1985. It is assumed that further planning will depend on this project.

Structures which would assist curriculum decision-making between the secondary and post-secondary panels of the education system have been the focus of four pilot projects (Sudbury, Ottawa, London and Hamilton) since September, 1981. Final reports on these pilot projects are due in June, 1983 and it is expected that these will provide significant direction for further development of mechanisms to ensure that such decision-making reflects good communications and mutual attention. For now, with each of the curriculum development projects underway, arrangements have been made to obtain representative university and college expertise.

The SERP report recommended that "the Government of Ontario give a high priority to the development of measures to increase the number of training places in business and industry."

It should be noted that the Government of Ontario will continue to apply all means of persuasion to elicit voluntary participation in training from business and industry but does not intend to impose compulsory compliance measures such as grant/levy systems or other legislation.

At this time, the Province is continuing to support the activities of a network of over sixty Community Industrial Training Committees (CITC), each engaged in the promotion of Employer Sponsored Training (EST) to meet local and national training needs. Over 2,500 new contracts were signed between September 1981 and September 1982 for training under this initiative.

In co-operation with the federal government, the Province provides financial incentives to employers to provide training, particularly in occupations of critical shortage and for special needs groups such as women, youth, native people and the disabled. As well, through programs such as the Ontario Career Action Program (OCAP) and Training in Business and Industry (TIBI I and II), Ontario is responding to the short-term needs of employers, employees and unemployed youth. In 1982-83, the Youth Employment Envelope increased the budget for OCAP from \$10.8 million to \$14.8 million, augmented by a further \$2 million from the Board of Industrial Leadership and Development (BILD), thus effectively providing career clarification and job search training to over 12,000 unemployed youth, and over 8,000 training positions. This is an increase of 50% over the previous fiscal year.

The Training in Business and Industry program has provided upgrading and short-term training assistance

to Ontario businesses and industries for several years. In 1981, this was expanded to incorporate TIBI II, dedicated to providing training in high technology occupations and industries, with \$5 million funding for each of five years. In 1981-82, over 10,000 trainees and 375 companies participated in training with a total value of \$14.3 million. Much of this training served not only to increase the skills and employability of the trainees, but also gave a valuable boost to the productivity of Ontario industry.

It should also be noted that the number of active apprentices increased from 36,400 in 1980-81 to 42,400 in 1981-82. The numbers of trainees in modular training programs increased in the same period from 18,473 to 20,868. In addition to these increases in training positions, the Province, working with the federal government, is conducting ongoing research to provide sufficient data to target training dollars and positions to those skills and occupations for which there is the greatest demand, and thus the greatest opportunity for employment.

All of this activity as well as the work of the Linkage programs will improve the opportunities for employment of secondary school students, but continuous consultation with business and industry will be necessary.

The Secondary Education Review Project was a massive exercise in consultation. The results have been gratifying. Further consultation can be carried out in a variety of ways but its beneficial effects on policy-planning are clear.

While various consultative mechanisms and processes must be used, depending on the policy issue or the needs of various groups, it is essential to replace the former HSI Advisory Committee which did excellent work until it was temporarily displaced by the Secondary Education Review Project. Early in 1983, the Ministry proposes to establish a new consultative committee with broad representation, to advise the Ministry on its policies and educational programs. While the membership and mandate for such a committee are not yet precisely determined, it is expected that it will focus its early activities on the implementation of the plans described in this report.

8, APPRECIATION

Many people provided their time, expertise and understanding to the Secondary Education Review Project. Many more, among the public or among professional educators, took the time to discuss and debate the issues, then forward valuable briefs for

our consideration. Over this past year, our officials have been able to seek further assistance from a wide variety of people and groups. Invariably, that assistance was generously provided. Now, we are about to embark on a set of important changes, all of which will demand new commitments and patience.

These contributions are sincerely appreciated. While differences over intentions or resources or regulations will always occur, the dedication of parents and professional educators to those common tasks in the years ahead will determine whether our communities and social institutions thrive. Much has been done, much more remains to be done. Together.



APPENDIX I

Response to the Report of The Secondary Education Review Project

<u>SERP Recommendation</u>	<u>Decision</u>	<u>Index</u>
1	Accepted, for OS:I-S *(84-85)	13-14
2	Accepted, for OS:I-S (84-85)	13-14
3	Accepted.	23
4	Agreed, for OS:I-S (84-85)	15
5	Accepted.	25-27
6	Amended.	14
7	Amended, for OS:I-S (84-85)	14
8	Amended.	14
9	Amended.	16
10	Accepted. Planned for 1983	16
11	Accepted.	16
12	Amended, for OS:I-S (84-85)	16
13	Accepted.	17
14	Accepted. Planning by Computers in Education.	
15	Amended.	29
16	Accepted.	29
17	Accepted. Project underway	29
18	Amended.	
19	Accepted.	29
20	Accepted. Project underway	23
21	Accepted. Planned for 82-83	23
22	Accepted.	23
23	Further planning required	23

* Ontario Schools: Intermediate/Senior the successor
document to Circular H.S.1.

<u>SERP Recommendation</u>	<u>Decision</u>	<u>Index</u>
24	Accepted.	
25	Accepted. Planned	23
26	Accepted.	
27-32	Accepted. Planned	19-31
33	Pilot-projects underway.	43-44
34	Accepted, for OS:I-S (84-85)	15
35	Amended, for OS:I-S (84-85)	15
36	Accepted.	15
37	Not accepted.	
38	Further planning.	44-46
39	Accepted. Planned.	44-46
40-43	Further planning required.	42
44-46	Accepted. Planning underway.	42
47-48	Accepted. Underway.	43-44
49	Accepted, for OS:I-S (84-85)	
50	Supported.	36
51	Accepted. Planned.	
52-55	Accepted.	
56	Accepted. Planned.	35-38
57	Amended. Planned.	35-38
58	Agreed.	38-40
59	Further consultation and planning required.	38-40
60	Accepted. Underway	40-41
61-65	Accepted.	
66	Supported	
67	Accepted. Project Underway.	18

<u>SERP Recommendation</u>	<u>Decision</u>	<u>Index</u>
68	Accepted. Planned.	
69	Not accepted.	
70	Accepted.	16
71	Accepted.	17
72	Further consultation required.	
73	Supported.	
74	Supported.	
75	Further consultation and planning required.	43
76-77	Accepted. Planned.	36
78	Supported.	40-41
79	Accepted. Current practice.	43
80	Accepted.	
81	Supported.	
82	Accepted. Project underway	23
83	Further review and planning required.	36
84	Not accepted.	
85	Completed.	
86	Supported	
87	Accepted, in principle	
88-91	Further consultation and planning underway.	42
92-94	Supported.	
95	Supported.	31-32
96	Further planning required.	
97	Further planning required.	
98	Accepted. Further consultation required.	42

Companion Documents

1. Issues and Direction: The Response to The Final Report of The Commission on Declining School Enrolments in Ontario (June 1980) Ministry of Education, Ontario.
2. Report of The Secondary Education Review Project (November 1981) Ministry of Education, Ontario.
3. Curriculum Review, Development, Implementation (September 1982) Ministry of Education, Ontario.
4. HS1: Diploma Requirements for Secondary Schools (1979) Ministry of Education, Ontario.
5. Report of The Joint Committee on the Governance of French Language Elementary and Secondary Schools (May 1982) Ministry of Education, Ontario.
6. Education in Ontario: 1980-2005 Scenarios on the Future (1982) Ministry of Education, Ontario.
7. Highlights of the Environmental Scanning Program 1981-82 (1982) Ministry of Education, Ontario

